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ABSTRACT

The management crisis within higher education in developing countries reflects the wider crisis in educational management and public administration. The contemporary management context is further threatened by narrowing management capacity and capability due to the continued dwindling of already scarce resources and the increasing across-the-board management problems experienced by these countries. This paper addresses issues associated with improving the management of systems and institutions of higher education in developing countries, especially as it relates to systems of higher education in Commonwealth Africa. Section 1 outlines key issues and perspectives associated with the management of higher education systems. Sections 2 and 3 identify problems associated with managing higher education systems and institutions. Section 4 identifies and discusses activities and strategies targeted at enhancing management capacity. Sections 5 and 6 comment upon management training capacity in Africa and illustrate the positions of international agencies vis a vis management within higher education. Sections 7 and 8 provide further examples of programs of training and collaboration and identify areas of potential international collaboration. (LPT)

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TRAINING FOR PLANNING AND MANAGEMENT: IMPROVED MANAGEMENT SYSTEMS IN HIGHER EDUCATION IN DEVELOPING COUNTRIES

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This paper addresses issues associated with improving the management of systems and institutions of higher education in developing countries. Its more particular focus relates to systems of higher education in Commonwealth Africa, although wider perspectives are called upon.

Much of the discussion relates to universities, although these are not necessarily synonymous with the overall higher education sub-sector.

1.0 outlines a range of broad issues and perspectives
2.0 identifies problems associated with managing higher education systems
3.0 identifies problems associated with managing higher education institutions
4.0 identifies activities and strategies targeted at enhancing management capacity
5.0 comments upon management training capacity in Africa
6.0 illustrates the positions of international agencies vis a vis management within higher education
7.0 provides further examples of programmes of training and collaboration
8.0 identifies areas of potential international collaboration.

1.0 Key issues and perspectives

The notions of management, management capacity and capability, and management training within the sub-sectors of higher education in developing countries are under-conceptualised. Clearly, however, there is a crisis of management within higher education which reflects the wider crisis in educational management, itself reflecting the much wider crisis in the quality of public administration in developing countries. As management capacity and capability narrow in relation to further dwindling of already scarce resources and in relation to escalating across-the-board management problems, the bleak contemporary management context threatens an even bleaker future.

As governments and institutions embark upon enforced policies of structural re-adjustment and upon formal policies of reduced central funding, the issues foremost in the minds of those engaged in university planning and management are: the harsh fiscal

environments in which universities operate; the lack of funds for teaching and research; the high rates of attrition of local staff; across-the-board qualitative deficiencies (intakes, facilities, infrastuctures, staff); improved systems of access (including entry formulas, quotas) and accreditation; support for teaching, learning and local staff development; and the search for indicators of internal and external efficiency.

A major consistent outcome of qualitative deficiencies in higher education is reflected in high wastage rates. There are high rates of drop-out, repetition and failure; there are low intake standards, low quality of instruction, and inappropriate promotion and graduation standards.

Obviously there is a wide range of determinants of low levels of efficiency in higher education. But ineffective utilisation and development of available resources (human, material and financial) is in part attributable to the scarcity of quality management, the scarcity of trained administrators, to poor organisation and planning, and to the lack of incentives for cost-effective management.

Hitherto, significant attention has been directed towards issues such as student activities, student fees/loans, university funding, expansion, student access and flows, and the consequences of the brain drain, rather than to institutional and systems management in the higher education sub-sector. Many, if not most, aid projects are targeted at pedagogical and curricular reform rather than support for improved management. Consequently, issues relating to "management" are hidden away in broader discussions. Aid agencies themselves admit that, although management is a key issue, they have rarely developed an explicit strategy towards the processes concerned with it. Management of projects has been a key concern, not management of higher education per se.

The historical autonomy of universities as well as the supposed high level of expertise of individuals concerned with their management and administration, has often meant that external interventions have proved difficult. University leadership has proved resistant to management and structural reform. Aid agencies have been kept at arms length and, respecting the sovereignty and autonomy of the sub-sector, have steered clear of seeking to provide management support. Indeed, they have rarely monitored the development of the higher education sub-sector as closely as they have other sub-sectors of the educational system.

The autonomy of higher education institutions has often meant that institutional leaders can short-circuit departments of higher education in ministries of education, whose strictures they wish to avoid but who might otherwise be expected to develop strategies for improving the quality of management in the sub-sector as do their sister departments for other sub-sectors of

the educational system. The nature of the inter-relationship between the institutions in the system and ministries of education is often one of friction and conflict.

Many institutional leaders (principals, rectors, vice-chancellors) are erstwhile or existing academics upgraded or promoted on the assumption that they inherently possess the necessary repertoire of management skills and that intensive programmes of orientation or training are not necessary.

Indeed, there have been substantial investments in management training, principal and inspector training to improve the quality of school systems, although such training for the higher education sub-sector has received low or zero priority.

Management concerns clearly cut across every component of institutions and systems. Equally clearly, there are common problems within the regions, as well as specific ones. A major, albeit axiomatic issue that needs to be stressed, is the inter-relationship between 'management' and 'pedagogy' as well as the inter-relationship between 'management' and 'policy' and the consequent need to strengthen dialogue within and across all subsectors if the quality of management in higher education is to be maintained and enhanced.

It is important to stress that in some contexts (in Kenya at present, for example), where inordinate political commands influence or even dictate university intakes, on top of massive demographic pressures and the consequences of structural reform of the school system, rational planning and management is virtually impossible, and the task is faced with extreme trepidation. The Government's response to demographic pressures and social demand has been to off-load onto the four existing universities the problem of managing the intake. Whilst student management is a university problem, the issue of entry standards, admission criteria and quota rationales is a macro-policy decision. The absence of a political rationale for a realistic restriction on entry in tune with the universities' staffing and infrastructural capability precludes a management rationale for delivering quality education.

Equally, the political turbulence that spills over into the university domain (especially during periods of civil upheaval and student unrest which result in university closures, as recently in Kenya and Sri Lanka) precludes a coherent planning and management rationale.

2.0 Problems associated with managing higher education systems

Discussions of systems management cannot be isolated from discussions of the nature of policy-making in higher education. Degrees of complexity vary with the nature of the state, its ideological orientation and the size of the higher education

system. The nature of the dialogue and decision-making mechanisms within and between federal and state ministries, the institutions themselves and intermediary agencies (Universities Grants Committees, National Universities Commissions, Matriculation and Admissions Boards) is complex and little explored from the outside. Tanzania, for example, reflects a small and monolithic system. Decision-making is Party-centred, implementation of policy the responsibility of the two existing university institutions. In Nigeria, there is a complex inter-play between the federal policy, state policy, the National Universities Commission, the Joint Admissions and Matriculation Body, and the Universities.

Despite the variety of policy-making cultures, there are in common five major systems management areas.

(i) Financing mechanisms

Management and financing are inextricably inter-related, and fiscal pressures are dictating re-adjustment strategies. The mechanisms for disbursing government funds to the sub-sector and increasing the proportion of funding from private sources are major issues. This raises the whole question of how resources are made available within the sub-sector and how resource flow mechanisms are organised (within private as well as public universities) and the role of, and inter-relationships with, ministries of finance etc. The World Bank innovation of providing funding through the Nigerian Universities Commission is one example of a search for a new funding mechanism , as is the Bank's consideration of assistance for foundations, endowments and so forth.

Also under consideration are the introduction of loans, fees, cost-recovery and cost-sharing mechanisms, despite their widespread unpopularity.

The search for new financing mechanisms as well as the mobilisation of extra-governmental sources of finance and the proliferation of non-budgetary funding raise questions of university/industry/commerce links, and the acceptable forms of industrial/commercial support for institutions, professorships, lectureships and research.

All these considerations obviously impact upon the internal financial management of institutions and the roles that might be played by business managers (in addition to finance officers) to mobilise, deploy and manage funds.

(ii) Costs

Given demographic pressures, and intensive and escalating social demand for higher education (as well as attempts to stem it), control of costs obviously lies at the heart of the reform agenda

in all systems, and higher education communities have not always confronted economic realities. One economic reality (which is often perceived as a capitalist imposition) surrounds the question of who pays and the question of "user charges". Better staff:student ratios, limitations on the years of study, issues of self-financing institutions as well as the reduction of government subsidies in the sub-sector are all policy issues dictating the ways in which systems and institutions are managed in contexts of austerity.

It is increasingly government policy to encourage universities to generate their own funds, although basic funding is perceived as the role of the state. Catering, bookshops, boarding ("deboardingisation") are seen as activities that must be cost-covering and open to privatisation. The search to reduce the numbers of ancillary staff and reduce non-academic:academic staff ratios as well as staff:student ratios are high on the agendas of cost-saving policy discussion, relating to the wider agendas of sectoral resource allocation, distribution and utilisation.

A critical question is whether ministries and institutions know what the real capital and recurrent costs are within their own systems -- a sine qua non if unit costs are to be reduced and contained. Do they know what are cost centres? What views of financing are held within ministries? Are they running expensive unit cost operations within the context of their own major cost constraints?

(iii) Governance

The traditional autonomy (or perhaps semi-autonomy) of universities is under scrutiny as demands for accountability become more overt. Managing links between institutions and government is a major issue, especially given fierce defence of academic autonomy and the degree of tight academic (even professoriate) control over university decision-making. Equally under scrutiny is the role of University Grants Commissions (and/or similar) as buffers between Governments and Universities. This raises key fundamental issues of governance which are also reflected within institutions:

-- Which is the appropriate controlling authority to establish the rules, laws and regulations of governance : state, private, government, regional, local ?
-- What is the inter-relationship between ministries and universities ?
-- Who are the key agencies in the co-ordination and rational development of tertiary education ?
-- What is the appropriate level of state support?
-- What is the appropriate level of encouragement of private universities (open encouragement subject to state control as in Kenya, or banned by law as in Nigeria)?

(iv) Efficiency indicators

No objective model of the internal and external efficiency of higher education systems (or institutions) exists, although comprehensive models of higher education have been contemplated which take into account costs, staffing, occupational structures, curricular diversity etc in the search for optimal planning and management capability. Up-to date data on the range of internal efficieny indicators provided in the UN Statistical Year Book for example, may not be readily available within all tertiary systems (data on (a) enrollment per 100,000 population; (b) students per graduate total; (c) student:staff ratios; (c) % science and technology students; (d) students on first degree courses; (e) expenditures per graduate; (g) salary per teacher (and as % GNP per capita); (h) expenditure per student as % GNP per capita; (i) expenditure per graduate as % per capita, and so forth). Nor are basic external efficiency data readily available on successful graduate placements and earnings.

All are basic data without which systems cannot be planned or managed efficiently.

(v) Evaluation

Despite the widespread clamour to ensure institutional efficiency, there appear to be few formal system-wide attempts to evaluate national sytems and policies -- difficult though this is in practice. Yet systematic evaluation of the total sytem in terms of its costs and benefits, inputs and outcomes, student access , learning attainments and labour market placements is necessary to justify decisions about investments in the subsector.

3.0 Institutional management

As with systems management, it is difficult to categorise problems acording to specific sub-headings, because they do not fit easily under single labels. In general though, the problems cut across a range of tasks and competencies in a number of critical areas associated with managing the environment and responding to demands from external sources; with resource issues; with leadership and the management of planned change; with structural adaptation and organisational development, including relationships between key roles; and staff development -- all within a framework of new demands created by the application of new technologies.

The complexities of these problems are summarised in nine key task areas, although the specific competencies and skills required in each are not portrayed, nor are the strategic ways in which to evolve integrated management programmes for

institutional planning and development, departmental planning and development, and staff planning and development that are effective for improving quality and efficiency in higher education.

(i) Managing financing and costs

Achieving more with fewer finanical resources is the common requirement in the face of austerity, which university chief executives and finance officers cannot escape. The range of pressures operating at the systems level impact upon the institutions. Each individual institution is under pressure to diversify its financial sources, the stuctures and processes of budgeting, to control unit costs, to cut expenditures on students, departments, staff, food, boarding, infrastructure and resources (including libraries, journals, laboratories and so forth) to such an extent that their physical infrastructures are decaying (enforcing strategies of preventive maintenance) and programmes of quality learning are almost impossible to deliver.

Fees and loans policies need managing and intensifying as cost-sharing bites deeper in higher education (even in countries with stronger economies). Individual inter-relationships with commercial, industrial, philanthropic, charitable and alumni organisations are a component of the arena of financial management in the era of austerity in which business management is as a great a premium amongst "senior management teams" as academic management and organisational control. This, incidentally, is as pertinent within sub-departments (including academic ones) as it is within institutions as a whole.

(ii) Defining institutional leadership

Given the intensive calls for closer and more accountable systems of management as well as intense political scrutiny of the sub-sector given the central role of Universities in national development, the issue of institutional leadership is a critical one as a pre-condition for successful organisation development. The procedures by which the chief executive (vice-chancellor, president, rector) is identified and appointed, the structures within which the process occurs, the length of mandate and type of responsibilities exercised by the leadership is a major determinant of the effectiveness and efficiency of the institution. Equally, it determines the legitimacy or otherwise of the academic leadership and the ways in which it is enhanced and, in part, the relative degree of autonomy and command of decision-making power of the institution. Who is eligible? Traditionally, academics have been appointed to become vice-chancellors (except perhaps under military regimes). Changing financial circumstances may well have changed the pool from which the leadership may be appointed. What is the nature of the "electoral college" or "electoral constituency"? Frequently, in Africa, as elsewhere, there is controversy over the nature and expertise of the leadership.

(iii) Developing leadership effectiveness

Linked to the above issues (and thus part of the question of how to train in the competencies of leadership) are others relating to the responsibilites of the chief executive within the overall responsibilites of universities for teaching, research and development: public representation of the institution and its image; presiding over the highest decision-making bodies (senates, academic boards and so forth); evolving the decision-making structures of the institution as they relate to staff, students, curricula, finances, regulations. Obviously, there are different models of leadership depending upon specific ideological, cultural and institutional contexts. Demands upon the leadership are to achieve not only academic goals but also planning, budgeting and marketing outcomes. Given the multi-dimensional complexity and nature of universities as organisations, this places severe demands and expectations upon the leadership. Do leaders command the necessary repertoires of skills and competencies to formulate and implement institutional corporate plans and to manage the people and programmes within them?

(iv) Structures and effective management

Concerns about the strategic management of institutions (as well as the strategic management of change within them) raise questions not only about the nature, powers and qualities of the leadership but of the design and institutionalisation of effective structures for management. Most pre-Independence and first-generation Anglophone African universities inherited a familiar organisational structure. In many cases (but not always) this has been replicated by second-genation universities, although alternative structures have been introduced, especially by those trained elsewhere than in Britain. The critical issue is the search for alternative institutional models and/or stuctures that fit contemporary conditions. It is impossible (albeit desirable) to summarise existing structures and structural reforms as well as their impact and inter-relationships with content, methodology and curricular reform. A variety of structural patterns, involving actors at a number of levels (administration, faculty, department, students) exist. Some structures work for the benefit of effectivenes, efficiency and reform. Others have paralysed universities. So many issues are involved: the nature of participation, the interface between the institution and its constituent components (especially its academic departments), the interplay between the complex set of organisational characteristics, degrees of centralisation/decentralisation, that it is impossible to lay down an optimal model of structural development. Significantly, however, within the African (and LDC context generally) universities are perceived as inefficient utilisers and developers of financial and human resources. Managing planned change

and structural re-organisation in these contexts of organisational complexity is a hazardous business. Are existing structures appropriate to goals, processes, objectives and tasks?

(v) Organisational structure and basic units

A range of questions similar to those above concern the functioning and organisation of the disciplinary departments (whatever terminology is used) that are both the basic units of management and the delivery mechanisms for the focal work of teaching, research, scholarship, development and community-interrelationships. Local cultural, organisational and political contextual features determine effectiveness and efficiency. Management of these basic units and their activities, especially in terms of maximising student performance, is a complex organisational behaviour. The professoriate and departmental chairman are most frequently appointed on the basis of traditional, academic expertise and disciplinary values and rarely upon management capability and skills. Obviously, problems of departmental management vary with context and with changing demands. Departmental management (for which no specific training for specialised responsibilities is offered) which is inefficient is only a reflection of a wider defficiency of management expertise. How can heads of department be supported and appropriately trained?

(vi) Staff development and management

Severe financial constraints force institutional management to analyse academic staffing policies and management. Academic tools ("staff appraisal and departmental review") available for this purpose enable managers to assess technical requirements as well as staff performance. Many institutions are concerned with pursuing strategies for personnel management that enable them to cut staffing according to financial stringency. Others attempt constructive policies of organisational improvement, staff development and management as well as the improvement of teaching and learning. The precise problems are, once again, context-defined. Given the critical nature of the teaching faculty as the major delivery mechanism and given the extremely under-resourced environment within which teaching and learning takes place (dearth of books, journals, supports, libraries, laboratories, publication systems and university presses), appropriate staff management and development policies within a framework of efficient and effective organisation development are critical. The widespread disaffection, dissatisfaction and alienation of university teaching staff in many countries indicate that such policies do not exist. What mix of employment conditions, integrated staffing policies, incentives, recruitment patterns, staff utilisation patterns, career possibilities and resource provision to counter-point staff cost-reduction measures are required to enable universities to maximise student learning?

(vii) Curriculum management

Stringent financial conditions have imposed new demands on curriculum decision-making as individual departments and faculties are forced to justify themselves economically as well as academically. Departmental budgeting, class sizes, and staff:student ratios determine the survival of particular entities, and the atrophy of others. Equally, despite the desire of departments to establish new courses (especially at post-graduate level -- an unrealistic attitude in the face of the austerity required), consolidation and retraction rather than expansion have become basic curriculum management principles, given that excessive curriculum diversification leads to higher unit costs. What is the appropriate science/arts/technology mix that satisfies institutional and national needs?

Part of the curriculum management question is the appropriateness of the nature and length of the degree courses on offer. Are three- or four-year degree courses the most appropriate degree level delivery mechanisms? Are two-year associate degrees (on the American-style community college model) a more viable and legitimately certificated alternative?

(viii) Managing examination reform

Finals examinations in Anglophone African universities conform by and large to the inherited model of autonomous control by faculties and departments, with monitoring through systems of external examiners. For the most part, university accreditation processes and mechanisms have remained unreformed, although there are spectacular exceptions (Indonesia for example). The reported low quality of much of the output calls into question the quality of teaching and, given the backwash effect of many traditional styles of assessment, argues for a scrutiny of the possibilities of examination-led reform. Equally, given the proliferation of University institutions (cf Nigeria, Kenya) and the need for standardisation and control of the quality of output, a CNAA-style central accreditation agency might, especially in larger systems, prove a feasible mode for managing accreditation reform.

(ix) Evaluation

Whilst processes of evaluation -- of institutions, either by outsiders or through processes of self-evaluation, of staff ("staff appraisal"), of research -- are critical for determining the impact and quality of universities' outputs, little systematic evaluation appears to be undertaken within universities in the African region.

4.0 Activities and strategies which enhance management capacity

Three possible strategies are suggested for enhancing management capacity.

(i) Training

There is a significant deficiency in the training of administrators, managers and policy-makers within both institutions and ministry departments. The career line of ministry of education officials concerned with departments of higher education is unclear. Further, universities traditionally promote successful academics to positions of academic leadership who, once appointed, tend to rely on intuition as a basis for decision-making. Precise training needs, of course, require specific diagnosis and identification, for needs obviously differ from one managerial cadre to another -- teachers-as-administrators, bursars, finance officers, and decision-makers in various levels and roles. Management training is undeveloped and significantly in need of intervention models, for it is arguable, if not empirically demonstrable, that training will significantly enhance capability, capacity and expertise.

Illustrations of LDC-based training programmes are given below (5.0), together with examples of metropolitan-based programmes that may be used as adaptable models. No attempt is made here to suggest a training curriculum for specific target groups, but it is important to suggest that programmes be underpinned by sound rationales for course design and management.

(ii) The search for efficiency: the development and use of institutional performace indicators

The search for cost-efficiency and demand for institutional accountability have provided the basis for the development of performance indicators across the wide spectrum of universities' activities. Such indicators are identified as simplified quantitative information required for management and organisation within a university. No such schema has been discovered (by the author) operating in developing countries, (although the Australian Commonwealth Tertiary Education Commission has been developing quality measures in Universities at the request of the Australian Universities Council). Performance indicators are perceived as useful tools for improving university performance, and are used in a multiplicity of ways both in decision-making within institutions (for allocation of human and financial resources: making grants to faculties and/or departments; allocating posts; in student planning; in course management) as well as in relations with outside bodies. Given more precise definition, particularly over the structures of management that guarantee the freedom of academic development, such an tool might be useful as a management instrument in LDCs. At the same time,

the question of what incentives to be efficient are offered to institutions, to departments and to individuals are part and parcel of the same issue.

(iii) Management information systems as a base for planning and management

In first world situations, the traditional autonomy of administrative work and management is being transformed as information technologies evolve new concepts and innovative practices.

Management information systems, underpinned by information technology and computerised systems, are leading to the introduction of more efficient, easier and less labour intensive, more systematic and more reliable working methods of data collation, storage, retrieval, analysis and utilisation. They have been instrumental in evolving a new approach to management problems.

Although this experience has not been fully evaluated, and although the transfer and application of information technology is in its infancy in developing countries, micro-computers and systems of networking have the potential to open up new possibilities for more efficient streamlining of management support systems within both universities and ministries of education and for decentralising decision-making. Equally, information technology can impact upon teaching, research and academic support.

Within management, computer support has the potential to satisfy two major requirements: firstly, the development and implementation of professional data processing systems to support the daily operations of individual offices and to provide management information to management teams to facilitate the process of decision-making; secondly, to assist administrative automation covering a range of activities from word processing to electronic mailing and filing.

Clearly, there are many possibilities, but wholesale implementation cannot be recommended without examination of potential disdavantages, especially within the financial and human resource climates of developing countries. Utilisation of management information systems needs to be predicated upon improved co-ordination between units responsible for different application systems. Increased possibilities for access and for wide and extensive use of data require institution-wide and system-wide policies for safe-guarding operations, protecting sensitive data and conforming to legal and other safeguards.

Cost is an obvious constraint. Large investments in equipment, software, technical infrastructure, support services, training, and organisational implementation and adaptation require careful cost-benefit analysis. Equally, cost considerations dictate integrated and consistent policies. Given the rate of technological innovation in this area, higher education institutions are forced

to make choices over developments and strategy in a rapidly and constantly evolving technological environment. Such choice must relate to available financial and human resources, in such a way that the pace of innovation does not render obsolescent any investements in such technology.

Equally important are training considerations, and this implies not only initial training (awareness, skills, organisation) but considerable investments in follow-up training and organisational support, including team development. Monitoring information technology performance is another crucial issue.

The above brief scenario indicates a high cost investment. To justify such investments, information systems development should be considered an important and integral component of the general enhancement of management capability and efficiency. Securing funding becomes a matter of national and institutional policies, priorities, politics and probably aid agency and commercial support. The feed-back from a potential ODA-funded project in Nigeria will be of great importance.

5.0 Management training capacity

African management training capacity is impotent and ineffective. Lack of financial resources and inadequate human resources, both qualitatively and quantitatively are major constraints. Many countries have made no attempt to train university administrators. Others have institutions that are moribund. Others attempt to train on limited scales. Sierra Leone for example has recently mounted its first ever locally managed and resourced course.

Training institutions within the region fall into six categories.

(i) national development management institutions strictly concerned with less political and more technical training in development management, like the Institute of Development Management (IDM) serving Lesotho, Tanzania, Swaziland;

(ii) institutions involved in economic research and policy analysis in macro-economic and sectoral issues such as trade, currency, health like the Institute of Development Studies, Nairobi and the Bureau of Economic Research, Dar es Salaam;

(iii) regional cross-sectoral training institutions including the Eastern and Southern African Management Institute (ESAMI), in Arusha, Tanzania;

(iv) national institutions established to improve the quality of training within school systems and funded by substantial international support (often through the World Bank) like the Kenya Education Staff Institute (KESI), and Management Training of Educational Personnel (MANTEP) in Tanzania.

(v) regional training of trainers programmes , targeted at materials development, primarily the UNESCO/ROSTA project, supported in part by SIDA, for training school system managers.

(vi) programmes for policy training, like that proposed at a World Bank/EDI meeting held in Mbabane in 1988, to focus on "Regional Capacity for Training and Research on Education Policy" and incorporating two types of African institutions -- those focusing exclusively upon education (like CIRSSED in Lome) and those with general management policy research experience (like IDS in Nairobi, ERB in Dar es Salaam).

The majority of African institutions concerned with the wider aspects of training labour under enormous constraints --lack of resources, lack of locally-relevant materials and curricula, libraries, trained staff, and (perhaps most critically) the lack of an appropriate conceptual view of system-wide and institutional management of the kind underpinning , for example, OECD's Institutional Management in Higher Education (IMHE) programme (see 7.0 below).

A major initiative that might suggest the basis for a future management training programme is a UNESCO/UNDP proposal to provide region-wide assistance to training institutions, through "Regional Technical Co-Operation for Education in Human Resources in Africa". This will aim to improve the quality and focus of training and to integrate indigenous management training institutions into an international programme.

Further potential may lie with the the Consultative Committee for Higher Education in Africa. Modelled on other UNESCO regional committees (CEPES in Bucharest and CRESALC in Caracas), it comprises higher education specialists, mainly administrators. In 1987, its recommendations formed the basis for a comprehensive report to the UNESCO General Conference (The Special Programme for the Improvement of Higher Education in Africa) which identifies the strengths and weaknesses of systems of higher education in Africa, and strategies for their improvement. This document, is now under scrutiny by UNDP for funding, although the difficulties associated with funding regional initiatives are not under-estimated.

It would be wrong to be excessively optimistic about the capacity or capability of any of the existing networks, initiatives or institutions , as at present constituted, staffed, resourced and conceptualised, to deliver a programme of the quality, level, expertise and sensitivity required to upgade the quality of management capacity and capability in the higher education sub-sector. The national training institutions like KESI and MANTEP make little impact upon school administrators. Nationally-based DMIs may prove fruitful locations for future collaborative policy analysis and research and training. So indeed might ESAMI, though there is the problem of overstretching the capability of these

institutions at the expense of preserving their status and credibility as advanced management training institutions in specialised spheres.

There remain a number of critical planning questions:

-- How can the institutions analyse, define and respond to training needs at this level?
-- Can they anticipate and respond to new kinds of needs? How?
-- On what basis would they be funded?
-- What intra- and inter- national co-operation is desirable and possible to pool and share resources and expertise?

6.0 Positions of international agencies and organisations

Although no aid agency appears to accord high priority to management training per se, none appears to preclude it from their activities. For many, it cuts across other activities and projects and is disguised as institution-building or human resource development.

(i) World Bank

The World Bank's strategy towards higher education is elaborated in its 1988 policy study, Education in Sub-Saharan Africa: Policies for Adjustment, Revitalisation and Expansion. Whilst there has been a visible swing away from investment in higher education, Bank policy does not preclude investment in the sub-sector. In Botswana, for example, a project has been identified and prepared to strengthen specific faculties in high priority development areas. Its policy stance remains that university financial needs obviously exist, but the solutions do not lie in absorbing greater proportions of the national budget. Thus, the search for alternative financing mechanisms remains imperative. The adjustment operations in Nigeria (about to be appraised) involve putting new money into universities through the Nigerian Universities Commission (as opposed to allocations through the centralised ministries), in itself an innovative way of financing higher education which may be applicable outside Nigeria.

A recent review by the Bank of its loans to higher education over the last twenty five years suggests that in the past, support was often directed at specific component aspects of a university system. An overall education loan containing support for all levels of the sector would include funding for the construction, furniture and equipment necessary for the expansion of a particular university faculty. Administrative, managerial, cost and financing concerns were addressed only in the context of each component. Often different projects would address different sets of issues: access, external efficiency, quality, management, costs. However, this component-based lending strategy is being broadened in both structure and scope. Lending in support of single faculties (science, engineering, agriculture, education)

or institutions has been widened to general university development projects. In the present sectoral approach, system-wide assistance is provided to address the full range of issues confronting university education.

Planning and mangement as an issue has featured less conspicuously in the Bank's lending over the past 25 years at the sectoral and institutional level (averaging 7% over time) than investments addressing the quality of inputs, access and external efficiency. This limited but significant and increasing investment in planning and management has typically been through the provision of specialist services and/or fellowships and study tours for university and ministry administrators and planners. However, given cost concerns resulting particularly from expansion of enrolments and the increase in wastage as well as a sectoral approach to lending, project components concerned with system-wide planning and management are increasing (as in the "University Rationalisation" programme in Ghana).

Many different strategies have been used to improve sectoral and institutional planning and management through Bank-supported university education projects, as the following list demonstrates:

-- provision of fellowships and study tours (in projects in Zaire, Indonesia)
-- in-service management seminars (in China)
-- administrative staff in-service training (in Kenya)
-- development of university plans (including long-range planning in Ethiopia, general systems planning in Kenya)
-- provision of computers for a management information system (in Indonesia, Ethiopia, China)
-- the development of system-wide monitoring and evaluation systems (in China, Indonesia)
-- the use of a "cascade" model in which more developed institutions assist the improvement of less developed ones (in Indonesia)
-- provision of specialist services to advise on staff development (appropriate teacher workloads in Indonesia and Zaire; maximum staff use in Zaire; reduction of staff:student ratios in Ghana and Zaire; improved scheduling and more effective use of staff and facilities in China)
-- provision of specialists to serve as interim heads of department (at the Management Training Centre in Senegal)
-- assistance with Africanisation programmes (in Kenya)
-- the establishment of common facilities for laboratory equipment to be shared by several institutions (in Korea)
-- limiting student density in laboratories (in Egypt)
-- "sectoral consolidation" (by consolidating several training institutions in a single university into a centre of excellence in order to optimise the efficient use of a limited pool of available resources (at the Regional Management Training Centre in Senegal)
-- "institutional consolidation" (in Ethiopia)

-- the development or improvement of system-wide standards as a means to improve student flows and/or accreditation (in Korea, China, Indonesia, Morocco
-- reform of student evaluation procedures, the institution of limits on repetition and adjustmnents to lengths of degree programmes (Indonesia, Morocco).

The World Bank is currently undertaking a number of research activities to determine management capacity in Africa with a view to establishing a data bank, including information relating to management and financing or organisations, incentives, and so forth. This includes an inventory of existing national and regional institutions and programmes and their strengths and weaknesses, to be compiled for EDI.

In 1989, the Bank anticipates it will commission a study from the Association of African Universities to examine issues associated with efficiency, cost-effectiveness, and resource mobilisation in 10 Universities of three different kinds (those established pre-Independence; the first generation and second generation post-Independence) in both Francophone and Anglophone Africa. Within this potential matrix, the management issues may well prove to be differentiated -- which in itself has important implications for any future developmental support or collaborative strategy. The focus of the studies will identify (a) issues; (b) solutions (c) practices, tried, unsuccessful and planned, as a basis for determining how Universities cope with the problems of financing and management.

(ii) UNESCO

The financing, organisation and support of higher education is a concern of a number of divisions or departments within UNESCO, including the Educational Policy and Planning Division, the Division of Higher Education and Training of Educational Personnel and the Science Sector. UNESCO has been especially concerned with developing faculties and strengtheing specific departments as well as assisting the planning of particular universities (including, for example Moi University in Kenya) and providing human and material resources for these ends. Issues of management are seen as constants in all programmes and projects, although it has no on-going programme to support management training. Its existing Medium Term Plan (1989-91) requests the Director-General to consider budgetary allocations to tackle the problem of training university administrators (as well as Faculty members). Part of UNESCO's budget provides funding for NGOs. For example, under this scheme, the Association of Commonwealth Universities (ACU) has approached UNESCO for assistance to run training seminars for University personnel.

(iii) Overseas Development Administration (ODA) and the British Council

ODA and British Council policy is defined and implemented using projectisation on a country basis as a basic aid management tool.

The Higher Education Group of the British Council (formerly its Higher Education Division) targets its activities at institutional development and local staff development, mainly but not exclusively through links as well as through training courses aimed at university personnel (including but not exclusively those from LDCs). Recent thinking on support for African universities is influenced by the World Bank's 1988 policy paper and its search to improve the efficiency of universities in the areas of management, research and teaching. Since 1988, the Council has set aside a pool of funds for this purpose, with an increasing focus of funding aspects of management.

In addition to the influence of the 1988 World Bank policy paper, considerable impetus has originated from a series of European donors conferences to education in Sub-Saharan Africa (in London 1986; Dublin, 1987; the Hague, 1988). One initiative from the Dublin Conference was a proposal (not yet initiated) to launch a multi-donor investigation into the administration of universities in Tanzania -- a proposal the British Council is keen to support in view of its funding of a link in financial management between the Universities of Bath and Dar es Salaam. An additional proposal seeks ODA funding for a project to support improved management at the University of Dar es Salaam.

Over the last one and a half years, the British Council has become increasingly involved in the activities of the Sheffield University-based North of England Universities Planning and Management Unit, as well as the Staff Development Unit of the Committee of Vice Chancellors and Principals -- both of which contain training and support elements of importance in future support for Africa.

It is also involved in an important example of bilateral co-operation with Deutsche Stiftung fur Internationale Entwicklung (DSE). A joint seminar in Berlin upon university staff development focused on the improvement of university teaching and learning. A major outcome is agreed collaboration between the two agencies to improve universities' teaching, research and management. In July 1989, with joint DSE/British Council sponsorship, there will be a split-site workshop, partly in Sheffield, partly in Berlin, targeted at a selection of participants running staff development and institutional development programmes in Eastern and Southern African universities, with a view to developing a collaborative strategy for effective implementation of a staff development programme. The programme, involving the CVCP/Universities' Staff Development and Training Unit located at Sheffield University and called "Developing a Strategy for the Effective Implementation of Professional Development for Staff in

Higher Education" will involve both faculty members and administrators from the Universities of Addis Ababa, Makerere, Malawi, Moi, Dar es Salaam, Sokoine, Khartoum, Zambia, Copperbelt and Zimbabwe.

A further development has been DSE's invitation to the Council to nominate experts to work on DSE-sponsored workshops in individual African programmes, frequently on key management issues like academic planning, improving lecturing skills, strategic planning, training departmental heads, management of resources. This in in addition to British Council's on-going support for specialists to institutions of its own nomination, including technical cadres responsible for the management of resources.

Another new initiative has been an outcome of the ODA/Government of Zambia annual review of British support to Universities in Zambia, a country already embarked upon formal policies of cost-reduction. In Zambia as elsewhere, the Higher Education Group feels the increasing need to be involved in attempts to support African universities' search for cost-reduction, cost-recovery, income generation and improved efficiency. It has offerred consultancy services relating to internal efficiency, budgeting and cost-saving.

In addition, ODA is considering a proposal, to be managed by the British Council, to seek to improve management in Nigerian higher education through the introduction of management information systems. Of importance is that the project would be launched initially not through the Universities themselves but through the National Universities Commission, before dissemination to the Universities.

(iv) Canadian International Development Agency (CIDA)

Articulated in its policy document Sharing Our Future (1987), and in supporting strategy papers, CIDA's on-going thrust focuses overtly upon institution-building and human resource development as long-term strategies for enhancing self-sustaining and sustainable development in Africa as elsewhere in the developing world. Within this focus lies a conscious priority to identify and enhance management capacity and capability which presupposes training modules targeted towards those ends. It seeks to achieve this through large, cross-sectoral "umbrella projects".

In the higher education sub-sector, another of CIDA's major delivery mechanisms is the strong support it provides through its Institutional Co-operation and Development Services to linkages between Canadian and Third World institutions. A conscious attempt is made to encourage all aspects of institution-building and enhanced management, while at the same time respecting the autonomy of institutions and the desirability of leaving linking institutions to develop their own roles, relationships and agendas. The linkages developed may be between institutions or

between faculties and/or departments within them. They can be integrated into existing structures and programmes rather than into new and innovative higher education projects per se. The development of managerial infrastructure evolves within these linkages. Although, strictly speaking, CIDA has no overt control over these processes, the criteria it has established for funding linkages acts as a control mechanism both over infrastructure and project management, although individual universities are responsible for the development and implementation of specific programmes. In such links, the Association of Universities and Colleges of Canada (AUCC) plays a focal role because of its 'hands-on' ability, practical expertise, links with academic communities and responsiveness to the market place.

Admitted weaknesses in CIDA's position are (a) while it wishes to encourage a long-term vision of development, including management, like other agencies it is constrained by its own five year cycle of project funding; and (b) evaluation tools to determine the effectiveness both of linkages and the bigger cross-sectoral umbrella projects for human resource development are inadequate (although SALASAN, a Winnipeg-based consultancy-company working with CIDA has been developing an evaluation tool for these purposes).

(v) United States Agency for International Development (USAID)

USAID's position vis a vis management within the higher education sub-sector is similar to that of CIDA in that its programmes are targeted not specifically upon management of higher education but on the educational sector as a whole. Its overall priority is to focus upon basic education, through strengthening teacher education, planning and management, and to stress human resource development projects. It has supported teacher development rather than the development of bursars, registrars, and rectors, and has provided some support for university planning and governance as sub-components of more major inputs.

USAID has a long history of involvement in developing elements of higher education institutions for specific functional purposes especially agriculture (Agricultural Institutes in India, Pakistan, Cameroon, Egerton College (now University of Agriculture) in Kenya inter alia). The development of agricultural institutes in the Third World has been patterned on the land grant colleges model of agricultural extension institutions which also offering management training.

7.0 Examples of programmes

These brief agency portraits suggest the major strategies of the international donor comunity pertaining to institutional development through management training, staff training and development,

training fellowships and bursaries, and materials development and provision. Institutional linkages have often been significant channels for promoting these activities.

This section briefly highlights additional training and support activities which provide possible models for enhancing management capability in the region.

(i) Training

(a) There are many examples of programmes to train high level business managers and public administrators (like the Ecole Nationale de l'Administration Publique in Quebec, and the Royal Institute of Public Administration (RIPA) in London). It might well prove profitable to look to the world of business and public administration for transferable or adaptable models of training. What would be required to generate training models and translate them to the contexts of higher education?

(b) There are a number of examples of metropolitan-based training programmes for university administrators. The University of Western Ontario in London, Canada runs an annual programme (in the summer for three to four weeks) for higher education administrators, on which half the places are reserved for Third World participants. This is a cross-sectoral programme which is not specific to higher education but in which education is one component, together with other areas of public administration. It is organised through the Faculty of Administration working collaboratively with other Faculties.

(c) The Universities' Staff Development and Training Unit recently established by the Committee of Vice-Chancellors and Principals at the University of Sheffield, Sheffield's own in-house unit and the Universities Central Staff Development and Training Unit at Loughborough University Institute of Technology are examples of specifically-targeted programmes. Specialist programmes in Management Techniques and Practices in Higher Education exist in the Universities of Warwick, Nottingham and Surrey. The British Council supports international training courses in Cambridge ("The Cambridge Academic Leadership Seminar"), Sheffield, Loughborough and Manchester. The Further Education Staff College, Coombe Lodge develops both courses and materials for the management of post-secondary education.

(d) The University of Alberta has developed a project (with Commonwealth Secretariat support) to provide institutional training for senior female administrators from India following training seminars in India, as well as a programme for training other administrators.

(e) Programmes supported by the AUCC include executive management training for Indian participants at the University of British Columbia; training visits for staff development for higher education administrators from Malawi and Swaziland at

Brandon University; training of university administrators at Waterloo University; training of university administrators at Laval University, Quebec.

(f) UNIDEL (UNDP, ILO, World Bank/EDI) are involved in developing a cross-sectoral and experimental programme targeted at enhancing education sector management.

(g) Incidental but unstructured impact has been made by ACU's travelling fellowships for senior academics involved in institutional management and administrative staff fellowships for bursarial and rectorial staff (for visitations to the Universities of London, Warwickshire, Nottinghamshire and Manchester).

(ii) Research

The International Institute for Educational Planning (IIEP) is in the process of formulating frameworks for research into a number of key areas associated with the planning and management of universities in selected developing countries. The main themes for their case studies will be admissions, examination systems, facilities management, staff management and re-organisation of courses.

(iii) Training Materials

A range of materials has been developed for higher education administrators ("Higher Education Facilities Planning and Management Manuals") by the Planning and Management System Division, Western Inter-State Commission for Higher Education, in co-operation with the American Association of Collegiate Registrars and Admission Offices.

The Further Education Staff College, Coombe Lodge, England, has developed a wide range of materials designed to assist improved managerial performance in post-secondary education and is now allying this with innovations in management information systems.

(iv) Collaboration

(a) UNESCO's Regional Offices (BREDA in Dakar, and ROSTA in Nairobi) act as centres for training. BREDA, whilst recognising the importance of supporting management training for the tertiary sub-sector, remains denuded of financial resources and unable to launch initiatives. ROSTA is the locus of the SIDA/BREDA materials development and training programme outlined in 5.0 above.

(b) Organisation Universitaire International (OUI), co-ordinated through the University of Quebec, is a network of universities throughout Latin America which accords high priority to administrator training and, over the last four years, has

provided a series of seminars to provide elements of management training for senior administrators in higher education. Commencing with training for rectors, the programme is now focusing on training of vice-rectors. With funding from CIDA, and modest support from UNESCO, OUI undertakes to provide Canadian consultants, and to disseminate publications germane to the training programmes.

(c) Co-ordinated through a Puerto Rico base, with part funding from CIDA, and working collaboratively with international NGOs, a Caribbean Regional Association of Universities (that also includes the constituent campuses of the University of West Indies) runs regular task-focused seminars, internships and training strategies (like shadowing partners, for example) including a focus upon management.

(d) An important example of collaboration is illustrated by the International Development Research Centre (IDRC) which, although obviously concerned with the development and dissemination of research rather than with management, does provide training and support through its programmes and networks for research management skills (including budgeting, accounting and control). Overall, IDRC's thrust is to strengthen local research capacity, through research policy related training.

7.0 Potential for international collaboration

In the Africa region, there are few examples of successful co-operation. There are more of disintegration especially of 'externally-conceived' initiatives like the University of East Africa, and the University of Lesotho, Botswana and Swaziland. Clearly, given the costs of management training and the reality of the resourcing problem, co-operation must be seen as desirable. On a small scale, the exchange of staff and consultants enhances capability. More important however, despite national imperatives, the potential networking features of adequately resourced and targeted programes and/or institutions have the potential to create regional capability to backstop existing national programmes. However, this involves a wider political issue of countries defining for themselves the terms under which collaboration can be revived or intitiated.

Since Africa itself does not possess significant management training and support capacity, it is important to look at the potential of models developed within other contexts or regions -- with sensitive awareness of the cross-cultural implications of transfer.

One potential model for a collaborative programme may lie in a study the World Bank is contemplating in the SADCC region to determine the complementarities of university education in the region. The focal point will be the potentiality of graduate programmes to serve regional rather than national needs. This will be a collaborative effort to examine efficiency, economies

of scale and quality. A question is whether this kind of endeavour can be replicated in relation to management in higher education.

Another potential model for collaboration may lie in the type of networks UNESCO has sought to establish. REDESLAC in Latin America, for example, has a goal of involving academic staff in a network to tackle questions of improving quality. CRESALC in Caracas catalyses research into higher education in the Latin American and Caribbean Regions, including UWI. A similar initiative might be directed at networks of African administrators, working on improving management.

A further model is suggested by the UNESCO-supported Project Colombus, an initiative of the Standing Conference of Rectors, Presidents and Vice-Chancellors of the European Universities (CRE) to create co-operation between institutions inside and outside the OECD. Project Colombus acts as a bridge between universities and scholars in Europe and Latin America and is a collaboration to improve university management. Its emphasis is upon excellence of teaching and research, upon the management of computerised data and upon university/industry links rather than as a project for offering management training, although UNESCO is seeking to promote this dimension, targeted especially at young university administrators. It may be inhibited by the fact that it is modelled upon the OECD IMHE programme, which is self-financing (see below). The programme is one of co-operation and information exchange not of technical assistance, although in an African context resources would be required to stimulate the adaptation of such an idea.

The Regional Co-operation Programme for Higher Education in Asia (supported and co-funded by UNESCO and UNDP, the only region where this is so) has programmes of activities in distance education, and planning and management, inter alia. In particular, it has produced an evaluation of management methods in higher education, taking into account the rapid advances in communication technology. The various initiatives in Asia are linked to the UNESCO Regional Office in Bangkok, although distance teaching not management is the major developmental priority.

The potential of the British Council/DSE style of collaboration in promoting staff development has been illustrated in 6.0 above.

A further fruitful model of collaboration may well lie in elements of OECD's IMHE programme. It suggests ways of developing a collaborative training and support model for managers in Africa (although there are clear contrasts in the resource base of the two regions -- a crucial issue for aid agency consideration). The 20 year old programme concentrates on three basic types of activities:

(i) professional development seminars on specialised topics targeted at specialised professional managers (including evaluation; performance indicators; restructuring; staff development);

(ii) specialist topic workshops on, for example the development and management of science parks; management problems in European joint study programmes; information technology in support of university management; IT as a support for teaching and research; approaches to planning in institutions of higher education; training of heads of departments in institutions of higher education;

(iii) an annnual general conference.

Full membership is open to all OECD higher education institutions on the basis of institutional membership, and entitles participation in all activities and access to all documentation. Subscribers membership (at 10% of the full fee) gives institutions distant from Paris access to documentation and journals (formerly the International Journal of Institutional Management since 1989 Higher Education Management). Some institutions in Mexico and Nigeria are amongst LDC subscriber members, (though non OECD members have no rights to attend meetings).

Activities have included intensive study tours to the USA (for registrars, finance officers, vice-chancellors), on one occasion to evaluate the response of American universities to financial reductions, and on another, to study the nature of "the entrepreneurial institution" (marketing, image building, fund-raising, research). A parallel study tour in Europe focused upon state regulations and their inter-relationship to curriculum change at this level.

Amongst OECD countries, where public educational institutions are under pressures to act like private service organisations, IMHE has provided a forum of support through its professional development seminars. It also provides training through annual seminars for newly appointed executive heads. These seminars, organised jointly with the CRE, help to clarify the role of the top executive in the academic world. Among topics recently covered are: institutional policy formation; group leadership; individual management styles; the diagnosis of institutional strengths and weaknesses; the international dimension and public image of the university; and preparing the university for a competitive market. Many of these themes are germane to the African context.

So far the educational management training and collaboration programmes have made only a marginal impact in Africa. Of future importance is the generation of a strategy that hits not only key task areas but involves senior decision-makers in a responsive and co-ordinated programme of integrated management development.

In both the developed world institutions of the Commonwealth and in the older generation of developing country institutions, considerable know-how on the issues raised in section 2.0 of this paper lies buried. A major question is how to mobilise that expertise as a vehicle for strengthening institutional capacity in Africa in a self-sustaining way.